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Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Programme budget for the biennium 2006-2007

2005 World Summit Outcome: Peacebuilding Support Office

Revised estimates to the programme budget for the biennium 2006-2007

Report of the Secretary-General

Summary

The present report is submitted pursuant to the decision of the Fifth Committee as contained in the Committee's report of 30 December 2005 (A/60/598, para. 5), in conjunction with the adoption of Assembly resolution 60/180, by which the Assembly requested the Secretary-General to report back to it as recommended by the Advisory Committee on Administrative and Budgetary Questions in its report on the statement of programme budget implications concerning the Peacebuilding Support Office (A/60/7/Add.25). It provides updated information on the status of the establishment of the Peacebuilding Support Office, including information on resource requirements of the Office, and the proposed arrangements to meet those requirements.

The total requirements for the Peacebuilding Support Office for the biennium 2006-2007 amount to $5,595,400. Of these requirements, $2,790,000, corresponding to eight posts would be met through redeployment or through secondment of staff from other organizations of the United Nations system. It is proposed that the remaining requirements be accommodated within the overall resources approved for 2006-2007, through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2006-2007.

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I. Introduction

1. Having considered the statement of programme budget implications concerning the Peacebuilding Support Office,[1] the Advisory Committee on Administrative and Budgetary Questions recommended in its report[2] that the Secretary-General should revisit the issue of the establishment of the Peacebuilding Support Office and submit a proposal that would be consistent with the intent of the General Assembly as contained in its resolution 60/1, entitled "2005 World Summit Outcome". By a decision taken by the Fifth Committee (see A/60/598, para. 5) in conjunction with the adoption of resolution 60/180, the Secretary-General was requested to report back to the General Assembly as recommended by the Advisory Committee.

2. The present report outlines the programmatic and financial aspects of establishing the Peacebuilding Support Office. The report also outlines the resource requirements of the Office for the biennium 2006-2007 and includes proposals how those requirements could be accommodated.

3. The total requirements of the Peacebuilding Support Office for the biennium 2006-2007 amount to $5,595,400. To the extent possible, efforts have been made to accommodate the post requirements from within the existing post complement of the Secretariat, with five posts (corresponding to an expenditure of $1,604,200) out of the total of 15 posts required for the Office have been identified for redeployment under the post movement flexibility provided for in General Assembly resolution 60/246. In addition, three posts, corresponding to $1,185,800, are expected to be provided on a non-reimbursable basis by other organizations of the United Nations system. The remaining requirements of the Office amount to $2,805,400 in post and non-post requirements. It is proposed that these requirements be accommodated within the overall resources approved for 2006-2007 through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for biennium 2006-2007.

II. Peacebuilding Support Office

4. By its resolution 60/1, the General Assembly requested the Secretary-General to establish, within the Secretariat and from within existing resources, a small peacebuilding support office staffed by qualified experts to assist and support the Peacebuilding Commission, drawing from the best expertise available.

5. Following consideration by the General Assembly of the statement of programme budget implications arising from resolution 60/1 and the decisions thereon, and in accordance with the decision taken by the Fifth Committee (see A/60/598, para. 5) in conjunction with the adoption of resolution 60/180, the present report provides further information on the roles and functions of the Peacebuilding Support Office and its relationship with the Peacebuilding Commission, the United Nations system, including United Nations peace operations, the Bretton Woods institutions as well as the multilateral and bilateral organizations involved in peacebuilding. The report takes into account the feedback, comments and advice

[1] A/C.5/60/22.

[2] A/60/7/Add.25.

received in the context of consultations with expert bodies of the United Nations, Member States and senior officials in the United Nations system.

6. In resolution 60/180, the General Assembly reiterated its request that a small peacebuilding office be established, to be staffed by qualified experts to assist and support the Commission, and recognized that such support could include gathering and analysing information relating to the availability of financial resources, relevant United Nations in-country planning activities, progress towards meeting short and medium-term recovery goals and best practices with respect to cross-cutting peacebuilding issues.

7. The Peacebuilding Commission needs the critical support of the Peacebuilding Support Office in order to fulfil its main purposes, as described in resolution 60/180:

(a) Bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery;

(b) Focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and to support the development of integrated strategies in order to lay the foundation for sustainable development;

(c) Provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations, to develop best practices, to help to ensure predictable financing for early recovery activities and to extend the period of attention given by the international community to post-conflict recovery;

The challenge of post-conflict peacebuilding and the role of the United Nations

8. There have been over 200 armed conflicts in nearly 150 countries since the founding of the United Nations. More than 100 separate conflicts have occurred in the past 15 years; 30 remain active today. Nearly all of the recent conflicts are internal. Moreover, 50 per cent of countries emerging from war have fallen back into armed conflict within five years. There is thus an urgent need to assist countries emerging from conflict to achieve long-term peace and stability.

9. Providing assistance to countries that are making the transition from war to peace is one of the principal challenges facing the United Nations. The Department of Peacekeeping Operations has taken the lead in the setting up of and management of complex peacekeeping operations; the United Nations Development Programme (UNDP) has focused on assistance for recovery; the Department of Political Affairs is and will continue to contribute to supporting peace operations, including taking steps to strengthen its capacities in mediation; and other departments, agencies, funds and programmes, such as the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP), have also played a role.

10. However, the challenges in peacebuilding are daunting. The desirable outcomes are complex and multifaceted (for example demobilization and reintegration of armies, dealing with vast unemployment in States where the economy is destroyed and there is high illiteracy, strengthening the rule of law in

societies where it has collapsed), while the approach of the international community has often been ad hoc and largely without adequate integrated strategic planning or proper coordination.

11. Together with the United Nations, there are many international actors involved in peacebuilding operations. The World Bank and the International Monetary Fund (IMF) may play critical roles. Regional organizations such as the African Union and the European Union and other international and regional organizations, including NATO, are often present on the ground and play an important role. Funding from donor Governments through bilateral aid agencies is also increasingly focused on transition countries and recovery efforts.

12. While an internal review by the Secretary-General of the United Nations capability in peacebuilding is ongoing, preliminary indications have highlighted that the United Nations system has only a very limited capacity to develop strategic and coherent peacebuilding plans and has often proceeded in an ad hoc manner. The United Nations is not geared to: (a) maintaining an overview of peacebuilding capacities and efforts within and outside the United Nations system; (b) collecting information and undertaking analysis that will cut across existing political, peacekeeping, humanitarian and development lines and that will be integrated and comprehensive; or (c) working towards coherent United Nations strategies and partnerships. In addition, in some critical areas of peacebuilding assistance, such as strengthening the rule of law, United Nations expertise is either weak or highly dispersed across 10 or more United Nations entities. There is also a need for a more systematic approach to partnerships with regional organizations and other expert networks to draw more effectively on the best expertise available.

The role of the Peacebuilding Support Office

13. The Peacebuilding Support Office must assist the Peacebuilding Commission to address this lack of coherence and fragmentation of United Nations capacities, as well as provide the Commission with analytical and technical support to undertake its advisory role and make informed decisions with regard to the development and implementation of integrated peace strategies for countries emerging from conflict.

14. Depending on the country context, post-conflict peacebuilding requires a combination of coordinated and coherent political, peacekeeping, development, humanitarian and human rights activities, which together foster and support sustainable structures, institutions and processes to strengthen coexistence and decrease the likelihood of the reoccurrence of armed conflict. The main challenges include empowering national actors to manage political transition and national constituting processes. This includes support for national dialogue, constitution making, transitional justice and the reform of the security forces and the justice system. It also includes the return, resettlement and reintegration of displaced refugee populations and, more critically, ex-combatants. Another challenge often involves national efforts to rebuild the State by clarifying and capacitating governance systems, institutions and decision-making processes to enable the State to perform its core functions, such as providing security, managing public finances, providing infrastructure and social services, administrating justice and investing in human capital.

15. Post-conflict situations are often characterized by absence of national ownership, lack of a clear path for the peacebuilding process and lack of

accountability, leading to uncertainty. Direct funding by donors in parallel to efforts by Governments and the lack of alignment with national systems, plans and priorities are often the hallmark of peacebuilding interventions. As a result, Governments and transitional authorities are unable to plan their peacebuilding and recovery efforts effectively.

16. Increasingly it is being recognized that the international community contributes most effectively to peacebuilding when it supports activities within a nationally defined and owned framework and strategy. Peacebuilding assistance outside a national strategy and framework creates the serious risk of establishing parallel structures, duplication of efforts and waste of resources, misguided programming and short-term approaches. The phasing and sequencing of such assistance is also important and should reflect the priorities, specificities and requirements of the transition as it varies from one country to another.

17. In order to provide effective and context-appropriate advice to post-conflict countries on how to develop and implement integrated peacebuilding strategies, the Peacebuilding Commission will require dedicated support from the Peacebuilding Support Office to facilitate the development of strategies and options by the actors on the ground, especially transitional authorities and resident United Nations leadership. The assistance provided by the Peacebuilding Support Office could include both facilitation and technical support.

18. It is not envisaged that the Peacebuilding Commission and the Peacebuilding Support Office will possess direct operational capacity. In the country concerned, the United Nations will continue to be represented by the Special Representative of the Secretary-General or the Resident Coordinator. Where there is a peacekeeping operation, the Department of Peacekeeping Operations will remain the lead department in charge of the operation in all its aspects. Likewise, the different United Nations agencies, funds and programmes will continue to execute their respective mandates, where appropriate, within the framework of an integrated mission.

19. The Peacebuilding Support Office will count on and complement the capacities of existing actors, including Secretariat offices and departments, the specialized agencies and United Nations funds and programmes. Capacities for operational peacebuilding activities will remain in other parts of the United Nations system. The value added by the Peacebuilding Support Office will be to facilitate coherence, identify gaps, recommend ways in which these gaps may be addressed and ensure that the Peacebuilding Commission is able to draw, as necessary and in a timely and efficient manner, on the expertise and capacities of the United Nations system as a whole as well as on outside expert networks, regional organizations and other institutions. In addition, through its lessons learned function, it will seek to ensure that knowledge gained from past experience is included in advice provided by the Secretary-General to the Commission.

The specific functional roles of the Peacebuilding Support Office

20. In light of the requirements set out in General Assembly resolution 60/180, which specifically requested the establishment of a small peacebuilding office staffed by qualified experts to assist and support the Commission and recognized that such support could include gathering and analysing information relating to the availability of financial resources, relevant United Nations in-country planning

activities, progress towards meeting short and medium-term recovery goals and best practices with respect to cross-cutting peacebuilding issues, the functional roles of the Peacebuilding Support Office and its substantive support to the Commission could be described as follows:

(a) Financing for peacebuilding support: the Office will collate and analyse information on the assessed, voluntary, grant-based and other financing for post-conflict countries, using available sources of information on aid flows from within national systems, the United Nations, the World Bank, the Organization for Economic Cooperation and Development/Development Assistance Committee or others; in cases where such sources are inadequate or unavailable, the Office will advocate strengthening the capacities of mandated agencies/partners to ensure the establishment of such systems; the Office will advise the Peacebuilding Commission on the best ways to ensure sustained financing of recovery, development and other peacebuilding activities, including those aimed at national capacity-building, and maintain liaison with development organizations and international financial institutions;

(b) Planning support: the Office will convene and lead peacebuilding planning efforts in the United Nations system, provide strategic inputs into the integrated missions planning process, develop substantive reports on in-country planning activities on progress in meeting peacebuilding goals for submission to the Peacebuilding Commission and assess progress in implementation;

(c) Policy and analysis support: review best practices in peacebuilding, prepare analytical reports on cross-cutting peacebuilding issues, provide high quality analysis of lessons learned, maintain partnerships with expert networks and develop and manage a knowledge network within the United Nations system;

(d) Other support: in addition, the Office will oversee the management, coordination and decision-making aspects of the Peacebuilding Fund, as specified in the terms of reference of that facility, and ensure that oversight and reporting needs as required by the Peacebuilding Commission are met; it will also coordinate support and servicing of the Peacebuilding Commission.

21. It is recognized that the Peacebuilding Support Office would be faced with challenging responsibilities. Accordingly, to meet these challenges and in performing the functions described above, the Office will draw on the best expertise in the system and outside networks on country specific and thematic peacebuilding issues to present sound analysis and information to the Commission to enable it to make informed decisions and to perform its advisory role. For example, it is envisaged that the Office will draw on the Department of Political Affairs for political advice, the Department of Peacekeeping Operations for peacekeeping expertise and UNDP for development-related issues. It will also benefit from the expertise of the Office for the Coordination of Humanitarian Affairs and OHCHR.

Competencies required for the Peacebuilding Support Office

22. Assuming that the Peacebuilding Commission requests support for two country situations in the first year of operation, the Office will require a total of four professional staff members, in addition to those to be redeployed internally (5) and those expected on non-reimbursable secondment from organizations of the United Nations system (3), with a combination of the following competencies in order to

support the above functions: significant on-the-ground experience in United Nations peacebuilding operations; expertise in the facilitation of consultative processes and in engaging diverse and conflicted actors in such processes, coupled with broad and substantive expertise in critical substantive peacebuilding issues and processes such as state-building best practice, rule of law strengthening, post-conflict economic governance, transitional governance and financing for peacebuilding; and significant expertise in policy/analysis, benchmarking, monitoring and evaluating fluid process of change and shifting and contingent outcomes that characterize post-conflict situations. The Office will also integrate gender and human rights expertise to ensure that these issues are mainstreamed in all its activities in support of the Commission.

III. Resource requirements

23. It will be recalled that, in his report of 3 November 2005 (A/60/537), the Secretary-General presented the revised estimates to the proposed programme budget for the biennium 2006-2007 arising from the 2005 World Summit Outcome. The requirements of the Peacebuilding Support Office were included under section 3, Political affairs, of the programme budget, and included 21 posts as well as non-post resources.

24. Following consideration of the programme budget for the biennium 2006-2007 and the adoption of the related decisions by the General Assembly, the establishment of a Peacebuilding Support Office, as requested in paragraph 104 of the 2005 World Summit Outcome, has been revisited both from the substantive and financial perspectives. It has been determined that the Office would require a total of 15 posts (12 Professional and 3 General Service), as well as non-post resources in order to appropriately fulfil the functions outlined in the earlier part of the report. Pending initial meetings of the Peacebuilding Commission and any specific guidance to be obtained therefrom, the requirements of the Office have been formulated on the assumption that the Peacebuilding Commission will, on average, examine two to three active country situations in its first year of operation. The quantum and composition of resources of the Office will be progressively reviewed as circumstances develop in relation to the work of the Commission.

25. As requested by the General Assembly, efforts were made to identify existing resources that could be redeployed to the Peacebuilding Support Office. At this time, in view of resources having been recently approved by the General Assembly to carry out existing mandates, it is envisaged that five posts could be made available for redeployment to the Office. Furthermore, based on preliminary discussions, three posts could be expected to be provided, on a non-reimbursable basis, by other organizations of the United Nations system. Consequently, the net requirements of the Office amount to seven posts (4 Professional and 3 General Service) or $2,805,400.

26. The post and non-post resource requirements of the Office for the biennium 2006-2007 are summarized in table 1 below.

27. As concerns the extrabudgetary resources, in its resolution 60/1, the General Assembly requested the Secretary-General to establish a multi-year standing peacebuilding fund for post-conflict peacebuilding, with the objective of ensuring the immediate release of resources needed to launch peacebuilding activities and the

availability of appropriate financing for recovery. In this connection, in ensuring the full management of the resources to be received for the purpose, the related staff and non-staff resources will be funded directly from the fund, bearing in mind that extrabudgetary activities are not subsidized by the regular budget or vice-versa. This direct funding from the peacebuilding fund is based on the assumption that resources so received are not earmarked by the donors.

Table 1
Overall resource requirements

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Post	4 049.4	(1 604.2)	(1 185.8)	1 259.4	15	(5)	(3)	7
Non-post	1 546.0	—	—	1 546.0	—	—	—	—
Total	**5 595.4**	**(1 604.2)**	**(1 185.8)**	**2 805.4**	**15**	**(5)**	**(3)**	**7**

Table 2
Resource requirements under section 3, Political affairs

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Post	4 049.4	(1 604.2)	(1 185.8)	1 259.4	15	(5)	(3)	7
Non-post	792.2	—	—	792.2	—	—	—	—
Total	**4 841.6**	**(1 604.2)**	**(1 185.8)**	**2 051.6**	**15**	**(5)**	**(3)**	**7**

28. The amount of $2,051,600 provides for post and non-post resource requirements of the Peacebuilding Support Office. The resources under posts ($1,259,400) provide for the establishment of seven posts (1 ASG, 1 D-2, 1 D-1, 1 P-5, 1 General Service (Principal level) and 2 General Service (Other level)). The Office would be headed by the Assistant Secretary-General for Peacebuilding Support, who would be responsible for the overall management and direction of the Office. The Assistant Secretary-General will be supported by two staff (1 P-5 and 1 General Service (Principal level)). The Office would comprise three components in addition to a peacebuilding fund unit: (a) Financing for Peacebuilding Support headed by a D-1 and supported by 1 P-5 and 1 P-4; (b) Planning Support headed by a D-2 and supported by 1 P-5, 1 P-4, 1 P-3, and 1 General Service (Other level) staff; and (c) Policy and Analysis Support headed by 1 D-1 and supported by 1 P-5,

1 P-3 and 1 General Service (Other level) staff. An organization chart (see annex I) and a function chart (see annex II) are attached to the present report. The organization chart graphically demonstrates the distribution between the components of the Office and also indicates the type of funding, by redeployment, by secondment and by new posts.

29. The estimated requirements under non-post items in the amount of $792,200 would provide for (a) general temporary assistance ($158,800) and overtime ($54,200); (b) services of consultants required for in-depth studies of peacebuilding experience in particular countries or in relation to major thematic issues or of financing mechanisms for early recovery and transition ($228,000); (c) official travel of the Assistant Secretary-General and the staff of the Office ($252,300); (d) general operating expenses, such as communications, maintenance of office automation equipment ($73,200), supplies and materials ($2,100) and office automation equipment ($23,600).

Table 3
Resource requirements under section 28D, Office of Central Support Services

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Non-post	753.8	—	—	753.8	—	—	—	—
Total	**753.8**	—	—	**753.8**	—	—	—	—

30. The provision under non-post items also includes the requirements in an amount of $753,800 under section 28D, Office of Central Support Services, of the programme budget for 2006-2007 for rental of premises ($430,500), alteration of office space ($242,600) and acquisition of office furniture and fixtures ($80,700).

IV. Proposed arrangements for funding

31. As indicated in the preceding paragraphs, efforts have been made to accommodate, to the extent possible, the requirements of the Peacebuilding Support Office from within the existing resources. These efforts have resulted in the identification, within the overall approved staffing table of the Secretariat, of five posts for redeployment. These redeployments would be supplemented by the non-reimbursable secondment of three staff to the Office from other organizations of the United Nations system. Recognizing the importance of establishing the Peacebuilding Support Office, efforts will continue to be made to identify further resources for its operations. However, further redeployment of post and non-post resources from within existing resources, or secondment from other organizations of

the United Nations system, without adversely affecting the programme delivery capacity of other departments and offices, is limited.

32. In view of the foregoing, it is proposed to accommodate the net post and non-post requirements of the Peacebuilding Support Office, within the overall resources approved for the biennium 2006-2007, through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2006-2007.

V. Action requested of the General Assembly

33. **The General Assembly is requested to:**

(a) **Approve the budget for the Peacebuilding Support Office for the biennium 2006-2007;**

(b) **Note that five out of the 15 posts would be accommodated through redeployment;**

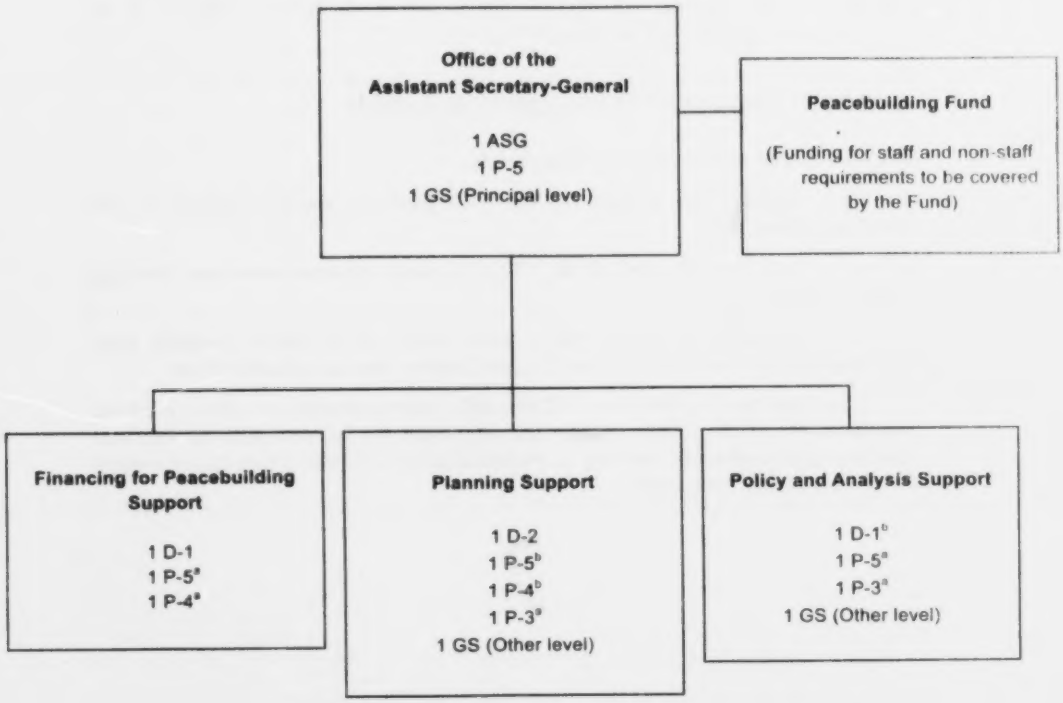
(c) **Note that a further three posts would be provided through non-reimbursable secondment by other United Nations system organizations;**

(d) **Approve a charge of $2,805,400, corresponding to the remaining requirements of the Office against the provision for special political missions already approved under section 3, Political affairs, of the programme budget for the biennium 2006-2007.**

Annex I

Peacebuilding Support Office

Organization chart



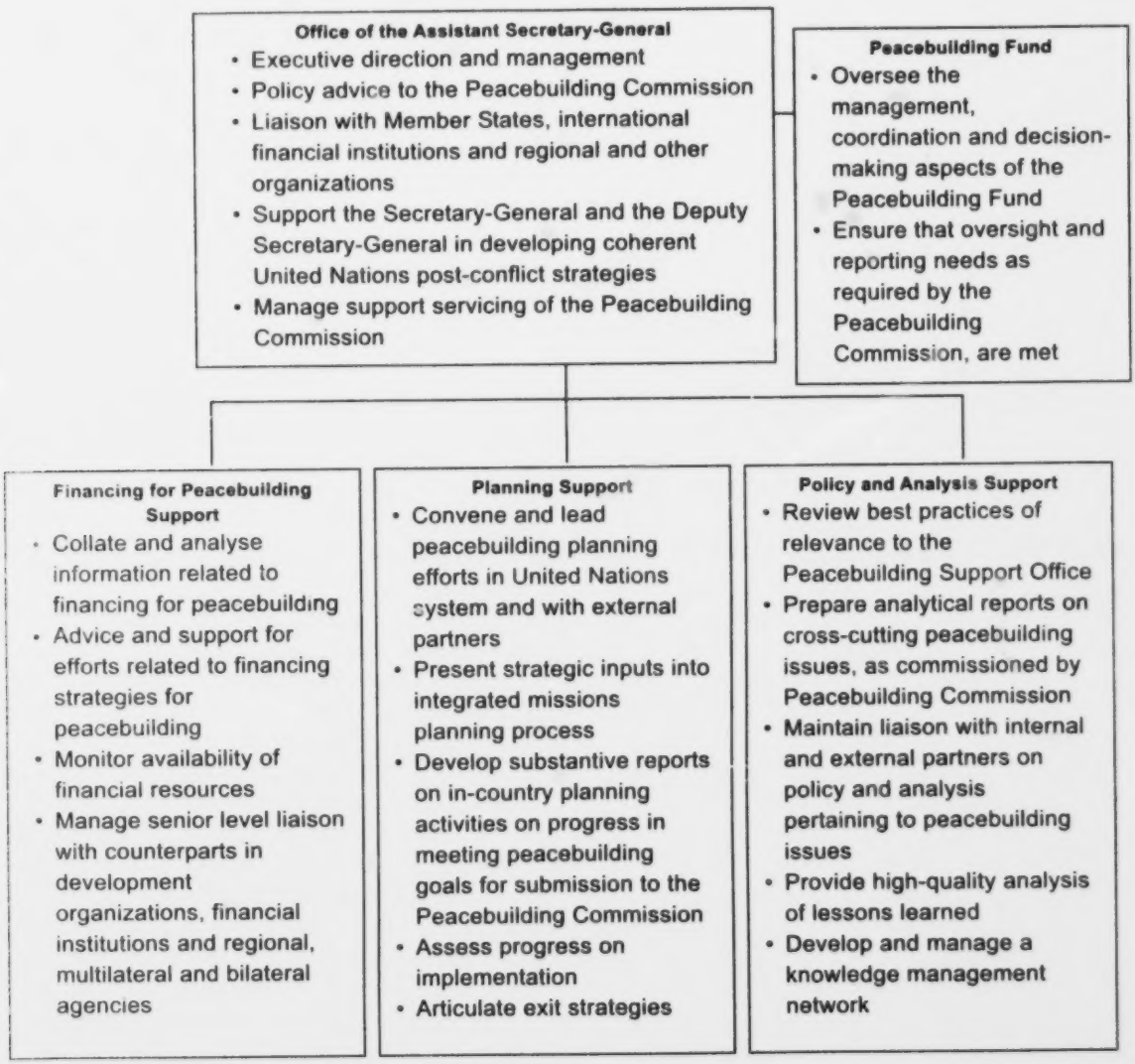
[a] Two P-5, 1 P-4 and 2 P-3 posts to be redeployed to the Office under the post movement flexibility provided under the terms of General Assembly resolution 60/246.

[b] One D-1, 1 P-5 and 1 P-4 to be loaned by United Nations system organizations on a non-reimbursable basis.

Annex II

Peacebuilding Support Office

Function chart


Office of the Assistant Secretary-General
• Executive direction and management
• Policy advice to the Peacebuilding Commission
• Liaison with Member States, international financial institutions and regional and other organizations
• Support the Secretary-General and the Deputy Secretary-General in developing coherent United Nations post-conflict strategies
• Manage support servicing of the Peacebuilding Commission
Peacebuilding Fund
• Oversee the management, coordination and decision-making aspects of the Peacebuilding Fund
• Ensure that oversight and reporting needs as required by the Peacebuilding Commission, are met
Financing for Peacebuilding Support
• Collate and analyse information related to financing for peacebuilding
• Advice and support for efforts related to financing strategies for peacebuilding
• Monitor availability of financial resources
• Manage senior level liaison with counterparts in development organizations, financial institutions and regional, multilateral and bilateral agencies
Planning Support
• Convene and lead peacebuilding planning efforts in United Nations system and with external partners
• Present strategic inputs into integrated missions planning process
• Develop substantive reports on in-country planning activities on progress in meeting peacebuilding goals for submission to the Peacebuilding Commission
• Assess progress on implementation
• Articulate exit strategies
Policy and Analysis Support
• Review best practices of relevance to the Peacebuilding Support Office
• Prepare analytical reports on cross-cutting peacebuilding issues, as commissioned by Peacebuilding Commission
• Maintain liaison with internal and external partners on policy and analysis pertaining to peacebuilding issues
• Provide high-quality analysis of lessons learned
• Develop and manage a knowledge management network